

Detention and Deportation

FY 1995

National Transportation System

Trial Implementation Proposal



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Detention and Deportation National Transportation System

Historical Background: *stop*

The Detention and Deportation Program (DDP) administers the cases of all persons placed into exclusion or deportation proceedings by the Border Patrol, Investigations, Inspections, Refugee Asylum, and Parole Programs. The removal of persons not entitled to remain in the United States is central to the successful mission of the Detention and Deportation Program. The Immigration and Control Act of 1986, and the Anti-Drug Abuse Act of 1988, *repealed INS Act* created a new class of deportable aliens called aggravated felons, and directed the INS to place increased emphasis on the removal of these criminal aliens. Since that time, detention and deportation patterns have shifted, (from the removal of administrative detainees along the Mexican border,) to the removal of criminal aliens from various jurisdictions throughout the country. This shift in detention patterns, has dramatically increased the number of aliens detained, and the "actual" transportation required to move excludable/deportable aliens to locations where they may be physically returned to their country of origin. This geographical dispersion, combined with limited nationwide detention facilities, and the requirement to physically transport, escort, and execute alien removals (often from international airports) has resulted, in the evolution of a Detention and Deportation "Alien Transportation System". *is this really so? UR's forced the majority of deportation what are the numbers*

Detention expenditures impact enormously on the economics and efficiency of the Detention and Deportation Program. This direct correlation cannot be overstated. In FY1989, the average detention period for an alien was 22.3 days, at an average cost of \$40.03 / day. In FY1993, the average detention period was 27.1 days, at an average cost of \$50.16 / day. Service-wide, Detention and Deportation personnel are strongly aware of the impact of detention costs and the necessity of an economic, efficient alien transportation program to keep detention costs to a minimum. For example, in the Eastern Region, in FY1993, daily detention costs ranged from (low) \$25/day to, (high) approx. \$100/day depending on the City/State location. The cost variance in detaining a single alien without relocating to a more economical facility is clear. In contrast, decisions concerning where to detain a person are generally made "intuitively", using the closest available detention facility. *new method for cost collection and comment what is the policy*

The evolution of the Alien Transportation System has mirrored the development of the overall Detention and Deportation Program. Initial emphasis primarily focused on the removal of administrative detainees along the Mexican border. This was accomplished through extensive use of the nation's highway system, utilizing a fleet of passenger vans, trucks, and buses.

$$\begin{array}{r} 27.1 \\ 22.3 \\ \hline 4.8 \text{ days} \end{array}$$

$$\begin{array}{r} 50.16 \\ 40.03 \\ \hline 10.13 \end{array}$$

Transportation routes developed in response to the numbers of aliens to be returned, and the most economical routes available. Staging areas were subsequently developed, as central drop-off points, where the Service could gather large numbers of aliens and take advantage of economies of scale, using buses to return detainees to Mexico. As the focus of alien removal shifted to the removal of criminal aliens located in various jurisdictions throughout the country, the Alien Transportation System evolved to support these changing requirements.

Increasing numbers of aliens requiring detention and deportation, gave rise to the creation of a Service Air Transport Branch. Air Transport Operations have varied in mission, size and function since their creation in 1954, however, due to increasing maintenance costs, and the lack of funding to replace worn-out planes, the first Air Transport Branch was abolished in 1972.

Present day Air Transport Operations were re-initiated in 1985, as a joint venture between Border Patrol and Detention and Deportation. In 1987, due to differences in operational missions, Air Transport Operations were placed entirely under Detention and Deportation jurisdiction. Air Transport Operations in its present day form reflect the current emphasis on criminal aliens, and are primarily concerned with the transportation of criminal aliens. The Air Transport Branch is centered in Pineville, Louisiana, to serve the BOP-INS criminal alien centralization facilities at Oakdale, LA, and also maintains a branch office located in EL Paso, TX.

Air Transport Operations provide a valuable link in the Detention and Deportation Alien Transportation System. The original focus was to transport the increasing numbers of criminal aliens to both Mexico and Central/South American Countries. However, as the nation-wide numbers of criminal aliens increased, their mission expanded, and Air Transport Operations now serve as the most economical means of transporting large numbers of aliens from various staging areas around the country to those locations where they may be removed from the country. This mission has grown in importance as the Detention and Deportation Program has expanded alien detention space throughout the country, thereby increasing the importance of efficient and economical transportation/removal efforts.

It should be noted that the "criminal alien" is a security risk, whenever they are exposed to the general public. (Additional risk factors include exposure to HIV, Hepatitis, antisocial personality disorders, and possibly violent behavior associated with drug trafficking and possible terrorist organizations.) The criminal alien and their unique transportation needs are the main focus of the Air Transport Branch. Air transport operations include alien transfers, deportation/ removal flights, and relocating aliens to lower-cost, economical detention facilities until their removal.

The Alien Transportation System has evolved within the Service over the last 30 years. This evolution has been reactionary in nature, attempting to deal with the most significant detention and removal problem existing within a given period in time. Those routes and practices, developed over time, that worked well, were kept, while those routes and practices that proved inefficient, were no longer used.

Recent National Transportation System Initiatives

Historically, the alien transportation network has functioned without the benefit of any formalized structure or entity to coordinate and direct alien transportation movements. During the past two years, HQDDP has promoted efforts to support both interregional and intraregional cooperation, along with Air Transport Operations, to increase both alien movements and removals. These efforts include:

- Interregional Bus Routes
- Routine Scheduled Air Transport Operations
- Increased District/Regional Cooperation

to what end?

Intraregional Transportation Routes:

The Eastern, Central, and Western Regions have recently established intraregional bus routes. This removal initiative has been complimented with routinely scheduled Air Transport Flights.

FY1995 Commissioner's Priority:

Under the FY1995 Commissioner's Priority Program, Priority No. 2, "Expeditious Removal of Criminal Aliens" HQDDP has been tasked with the Objective (No. 3) to Complete the Development of a National Transportation Plan.

to what end, though?

INS/USMS Air Transport Merger:

The Department of Justice (DOJ), Office of the Deputy Attorney General, in a letter dated 15 August 1994, subject, "Air Operations Within the Department of Justice" directed the consolidation by FY1996, of the prisoner and detainee transportation functions currently performed by the U.S. Marshal's Service (USMS) and the Immigration and Naturalization Service (INS) into a single entity.

The objective of this initiative is to consolidate DOJ Air Operations to take advantage of centralized management, scheduling, maintenance, and associated economies of scale.

Federal Bureau of Investigation (FBI)
Transportation Assistance

The Federal Bureau of Investigation (FBI) will assist with alien movements in the Northeast Corridor, on a reimbursable basis, with their 35 passenger CIRT (Critical Incident Response Team) aircraft. #

National Transportation System (NTS)
Project Code Establishment:

HQDDP has established a Project Code, in conjunction with the Office of Finance, beginning in the Second Quarter of FY1995, to capture obligations (only) associated with the NTS. The objective of the project code is to begin tracking costs associated with alien transportation and removal to quantify future program costs and requirements. ✓

The Detention and Deportation Program (DDP), in conjunction with the U.S. Marshals Service National Prisoner Transportation System, is now ready to implement a National Transportation System on a trial basis. The following pages explain in detail how the transportation system will operate for the remainder of this fiscal year on a trial basis.

Major Innovations:

The new, 1800 Bed, BOP Federal Transfer Center, located adjacent to the runway at the Oklahoma City Airport, will serve as the BOP/INS/USMS agreed upon "Nation-wide" hold-over/hub facility for prisoner/detainee transport operations. The BOP Federal Transfer Center is scheduled to open in March/April 1995.

The U.S. Marshals', Air Operations Center, also located adjacent to the runway at the Oklahoma City Airport, will serve as the USMS/INS National Air Operations Center.

The use of larger fleet airplanes, in conjunction with the BOP Federal Transfer Center, will allow the INS/USMS smaller aircraft to funnel criminal aliens to Oakdale and other detention facilities along the southern border for detention and removal *by whom?*

Alien movements, for other than criminal aliens designated to Oakdale/Eloy will continue to be scheduled and flown out of Pineville, LA using the smaller INS/USMS aircraft *no change*

Use of the BOP Federal Transfer Center will allow the closing of the Air Transport Branch (ATB), El Paso, by the end of FY1995. *Impact on*
Personnel and equipment will be transferred to ATB Pineville. *information*

The ATB Pineville, LA will primarily be used to shuttle criminal aliens from Oklahoma City to Oakdale or Eloy, and outbound departs to Miami.) The return flights from Miami will transport criminal aliens from Miami and Tallahassee to Oakdale. Pineville will also continue to handle "special case" missions, on a priority basis, for large influxes of mala fide aliens (e.g. Chinese boat entries), and for special non-criminal missions.

The INS/USMS National Transportation System, along with the merger with the U.S. Marshals Air Operations will then be integrated into the newly formed Justice Prisoner Alien Transportation System (JPATS).

Concept of Operations:

The merger of INS/USMS Air Transport Operations will dramatically increase the effectiveness of criminal alien removals. The INS/USMS merger will provide the following benefits:

- complete (continental U.S. air capability"
- increased airline seat availability
- increased number of regional hub-site locations
- larger fleet of airplanes, resulting in dependable scheduling
- economies of scale/savings associated with centralized maintenance, scheduling, and administrative support.

See attachment (1) for INS/USMS Air Transport Resources.

The U.S. Marshals will continue to operate their existing air routes, predominantly travelling east and west across the country. These routes will be serviced, using the larger fleet aircraft (USMS 727 aircraft and INS DC-9 aircraft).

Increased hub-site locations, combined with more frequent air transport operations, will reduce the current regional focus on lengthy (1200-1800 mile) bus routes. INS regional transportation bus networks will then focus on the consolidation of detainees to hub-site locations for expedited removals.)

In conjunction with established USMS air routes, the following hub-site locations have been "tentatively" identified as the most likely Regional hub-site locations for the trial period for criminal alien removals.

Eastern Region

Salisbury, MD
New York, NY
New Orleans, LA
Miami, FL
Tallahassee, FL

Central Region

Denver, CO
Detroit, MI
Chicago, IL
El Paso/Houston
Intntl. Airport

Western Region

Portland, OR
Sacramento, CA
Phoenix, AZ

The maps and diagrams in attachments (2) through (8) depict the proposed structure of the National Transportation System Pilot Project which will be implemented on a trial basis in FY1995.

- Attach. (2) USMS/INS West/Central Air Routes (Week 1 & 3)
(3) USMS/INS West/Central Air Routes (Week 2 & 4)
(4) USMS/INS West/Central Air Routes (Week 1 & 3/2 & 4)
(5) USMS/INS East/Central Air Routes (Week 1 & 3/Weekly)
(6) USMS/INS East/Central Air Routes (Week 2 & 4/Weekly)
(7) USMS/INS East/Central Air Routes (Week 1&3/2&4/Wkly)
(8) **USMS/INS National Air Transport Operations**

See Attachment (9) for specific regional bus routes/hub-sites.

INS Regional Operational Issues

Regional cooperation will be essential in the coordination of the three regional transportation networks and Air Transport Operations into a fully integrated National Transportation System. Therefore, each region will designate one (1) officer and a back-up, responsible for the coordination of bus/air movements within their own regions, as well as those bus/air movements impacting transportation on an inter-regional basis. The operation will run on a "trial basis" throughout FY1995 and will be evaluated under the Commissioner's Priority Program. }

Conceptually, the Detention and Deportation Program has decided on a two-part approach to the development of a National Transportation System.

- 1) Part one, recognizes the existing regional passenger van/bus networks, and will emphasize the importance of improving and upgrading the existing network resources to increase the removals of deportable aliens. *to where*
- 2) Part two, includes the integration of Air Transport Operations, focusing primarily on the development of routine, scheduled flights to specific regional hub-site locations to increase the removal of deportable aliens. *to where*

Operational control for passenger van/bus transportation networks will remain the responsibility of the Service Regions. However, regional transportation priorities will be two-fold, focusing on both removals, and transporting detainees to regional hub-site locations for Air Transport Operations. }

See Attachment (10) for FY1996 Regional resource requirements.

Pilot Project Time Table:

The projected FY1995 timetable is as follows:

- o February 1995 - Complete development of regional routes and schedules in conjunction with Air Transport Operations.
- o March 1995 - Begin implementation plan on a trial basis.
- o April/July 1995 - Evaluate Program effectiveness.
- o July/September 1995 - Coordinate improvements to increase effectiveness.

See attachment (11) for detailed phasing plan.

This plan is on a trial basis for FY1995, and will be monitored through the Commissioner's Priority Program.

**PLAN FOR CONSOLIDATION OF USMS AND INS AIR OPS INTO JPATS
(JUSTICE PRISONER AND ALIEN TRANSPORTATION SYSTEM)**

**PHASE I - INTEGRATION OF SCHEDULING
OCTOBER 1994 THRU MAY 1995**

- 1) Phase in scheduling requests from INS to USMS NPTS scheduling center at Kansas City by INS regions for criminal alien movements via USMS airlift to Oakdale/Eloy.
Eastern Region - January - February 1995
Central Region - February - March 1995
Western Region - March - April 1995
- 2) Begin transporting USMS/BOP prisoners aboard INS aircraft, particularly on deadhead legs.
- 3) Overlay USMS scheduled airlift stops over INS regions in order to determine centralized pickup points for criminal aliens destined to Oakdale/Eloy.
- 4) INS regions will set up intraregional bus/van runs to rendezvous with USMS airlift at designated pickup points.
- 5) FBI will assist with movements in Northeast U.S. corridor on a reimbursable basis with their 35 pax CIRT aircraft.
- 6) Criminal alien movements via USMS airlift will be requested by INS regional coordinators through the Air Transport Branch Scheduling Officer.
- 7) Alien movements by INS aircraft other than criminal aliens designated to Oakdale/Eloy will continue to be scheduled and flown out of Pineville.
- 8) BOP will house criminal aliens transported by USMS airlift to Oklahoma City at the new BOP Federal transfer center until they can be shuttled by INS aircraft to Oakdale/Eloy.
- 9) Crosstrain INS/USMS aircrews and standardize restraint equipment and procedures.

*all
Crim. alien
transport
made by
USMS
coord.
for thru
INS Air*

PHASE II - CLOSING INS ATB EL PASO OFFICE
January 1995 to October 1995

*must
publish
in Fed. R.
for public
comment*

- 1) Announce closure of ATB El Paso Office and transfer all equipment and essential personnel to ATB Pineville Office.
- 2) Renovate hanger and offices at Pineville in order to absorb equipment and personnel from El Paso.
- 3) The Pineville base will primarily be used to shuttle criminal aliens from Oklahoma City to Oakdale or Eloy, and outbound deports to Miami. The return flights from Miami will transport criminal aliens from Miami and Tallahassee to Oakdale. Also special case missions for large influxes of mala fide aliens such as a boatload of Chinese will continue to be handled on a priority basis out of Pineville.

Status?

PHASE III - ADMINISTRATIVE TRANSFER OF PERSONNEL AND
EQUIPMENT TO USMS JULY 1995 TO JANUARY 1996

- 1) Execute MOA between INS and USMS.
- 2) Transfer all Air Ops scheduling functions to USMS NPTS at Kansas City.
- 3) Administratively transfer all INS Air Transport Branch personnel, aircraft, and support equipment to USMS.
- 4) Relocate the DC - 9 aircraft, associated ground support equipment, and one INS pilot to Oklahoma City. Eight pilots would remain in ESF: enough to simultaneously crew the Convair CV-580, Gulfstream G-1, and Merlin SW III aircraft plus one spare crew.
- 5) Set up a reimbursable agreement between USMS and INS similar to one between USMS and BOP whereby INS will reimburse the USMS for alien movements.

?

INS/USMS Air Transport Resources

INS Planes/Seating Capacity*		USMS Planes/Seating Capacity*	
DC-9	75 (Max 90)	Boeing 727	120
Convair 580	50	Boeing 727	120
Gulfstream G-1	20	Sabreliner	10
Merlin III	<u>6</u>	Sabreliner	10
	151	Sabreliner	10
		Sabreliner	10
		Learjet	8
		Cessna ***	<u>6</u>
FBI Plane */**	<u>35</u>		
			294
	35		

Summary: Planes / Seating Capacity*

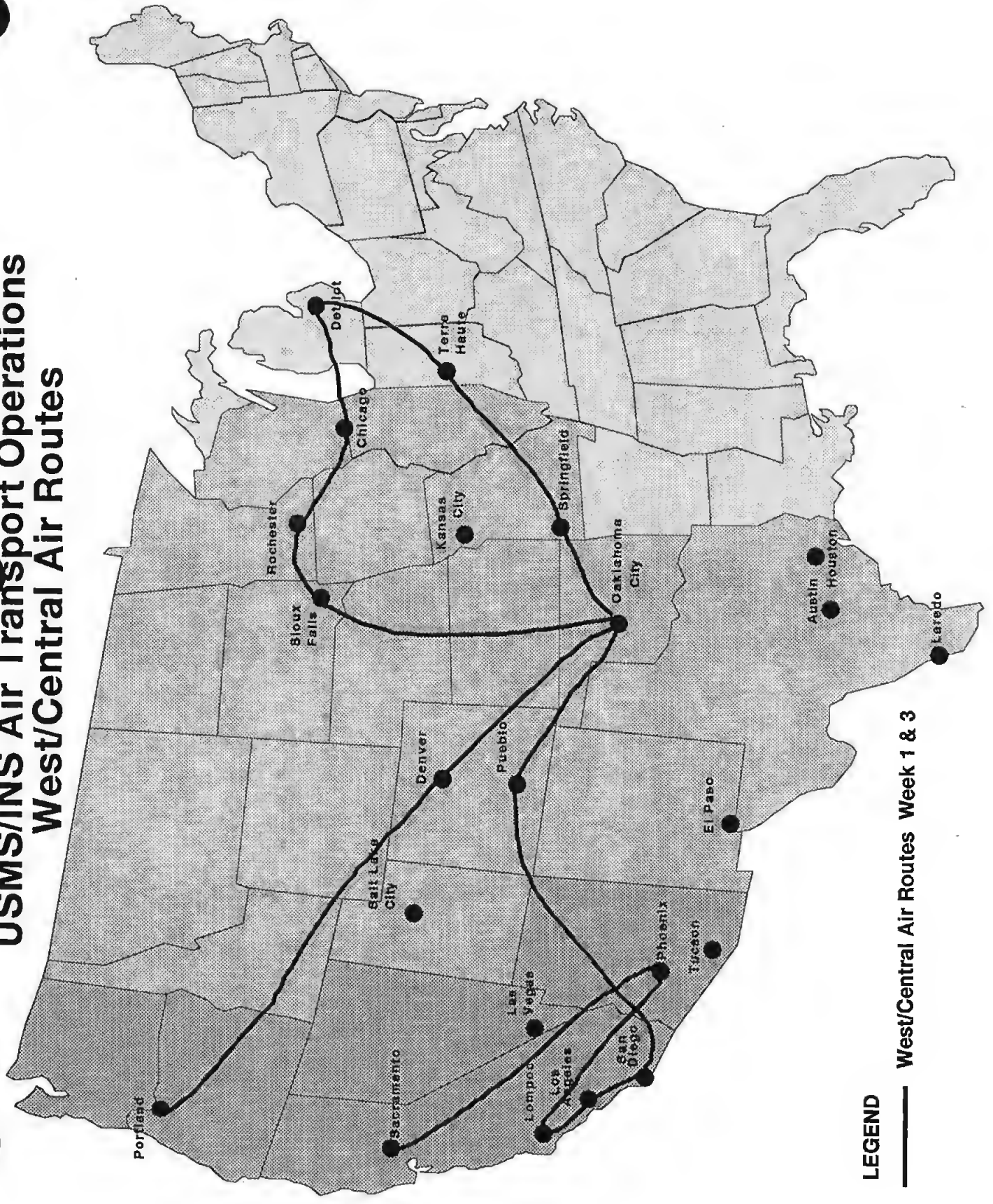
INS	4	151
USMS	8	294
FBI	<u>1</u>	<u>35</u>
Totals:	13	480

* Includes guards/escorts

** FBI Plane use will be on a reimbursable basis.

*** Cessna currently scheduled to be transferred to INS.

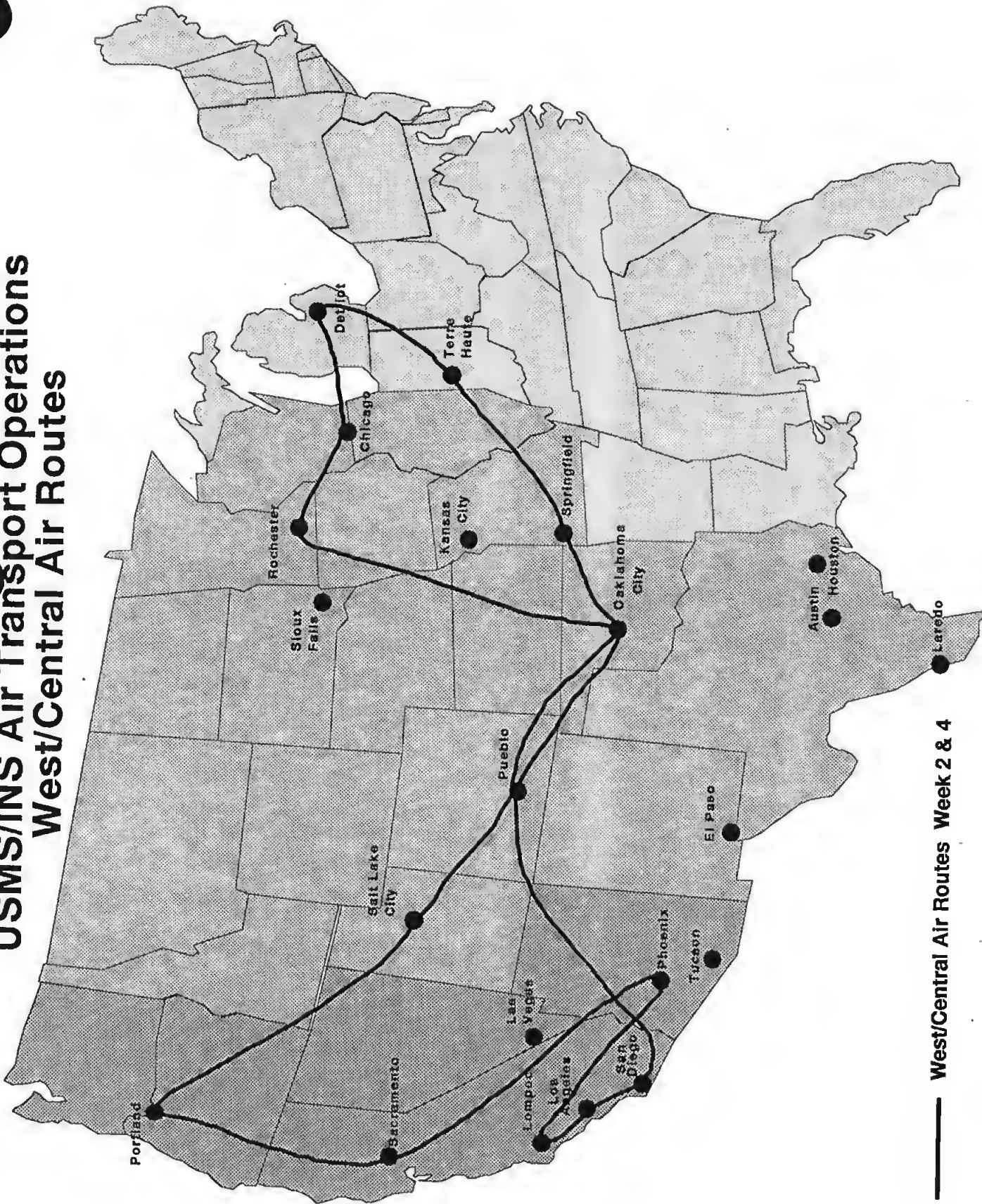
USMS/INS Air Transport Operations West/Central Air Routes



LEGEND

— West/Central Air Routes Week 1 & 3

USMS/INS Air Transport Operations West/Central Air Routes

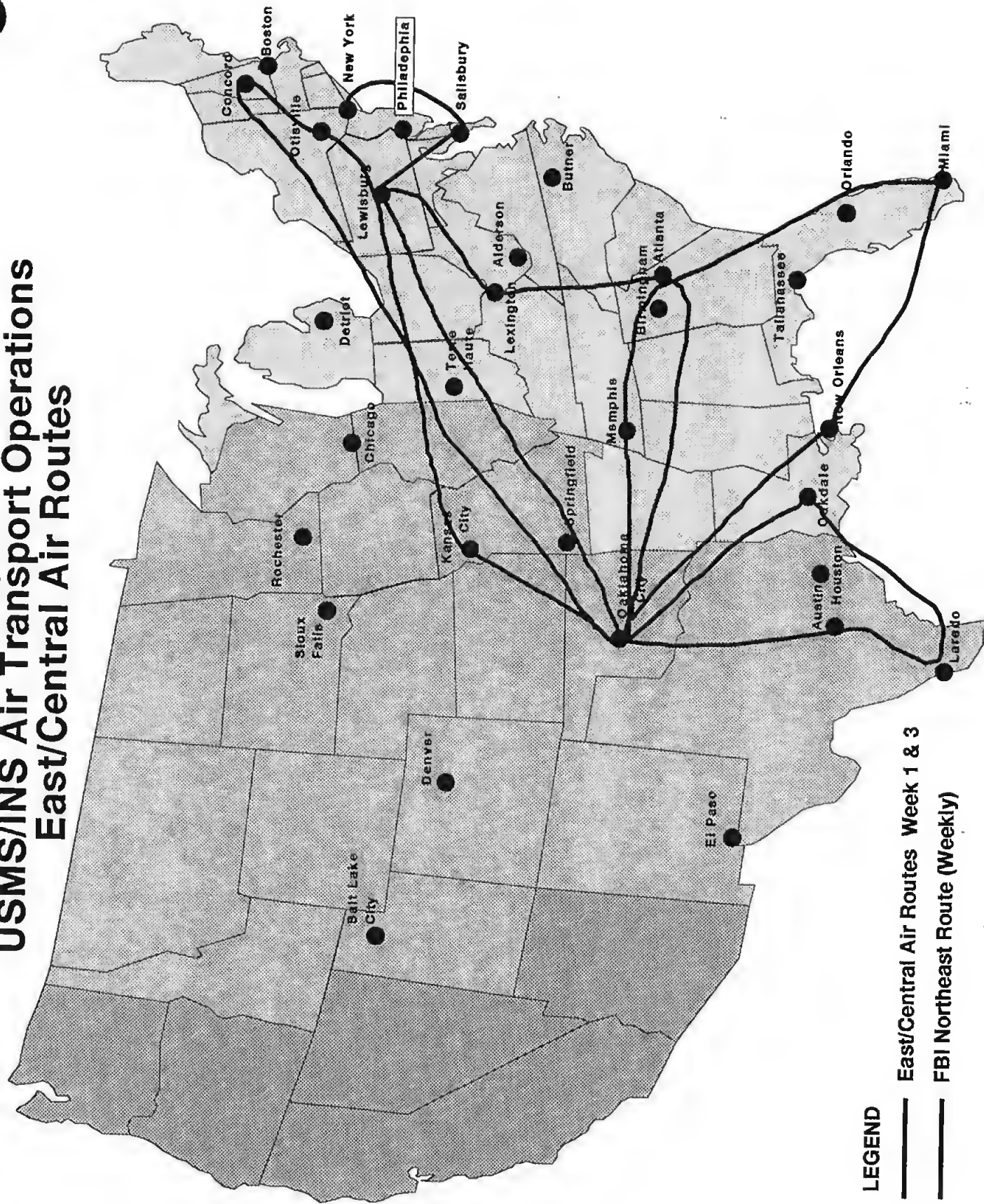


— West/Central Air Routes Week 2 & 4

[illegible]

_____ **West/Central Air Routes Week 1 & 3** _____ **West/Central Air Routes Week 2 & 4**

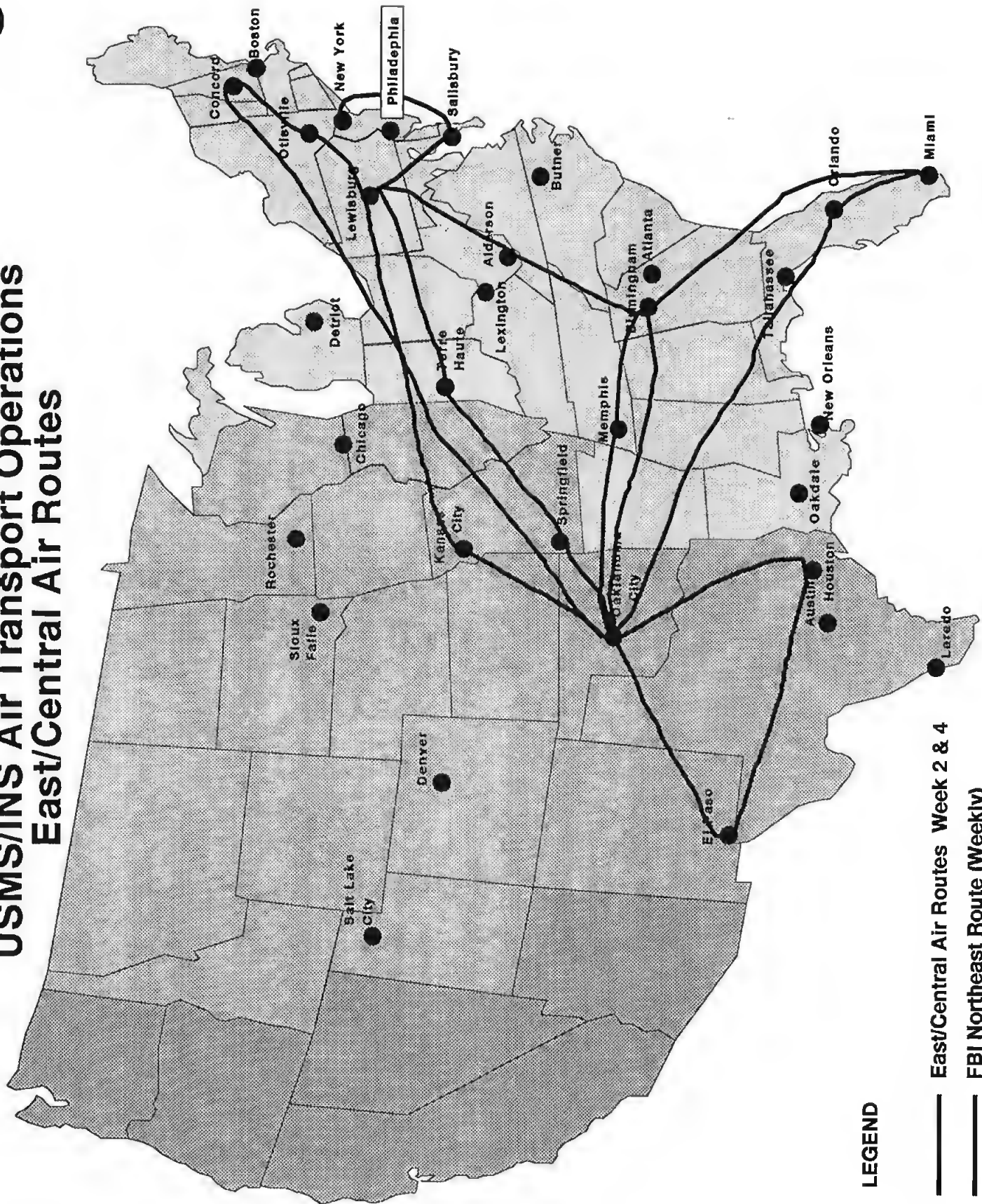
USMS/INS Air Transport Operations East/Central Air Routes



LEGEND

- East/Central Air Routes Week 1 & 3
- - - FBI Northeast Route (Weekly)

USMS/INS Air Transport Operations East/Central Air Routes

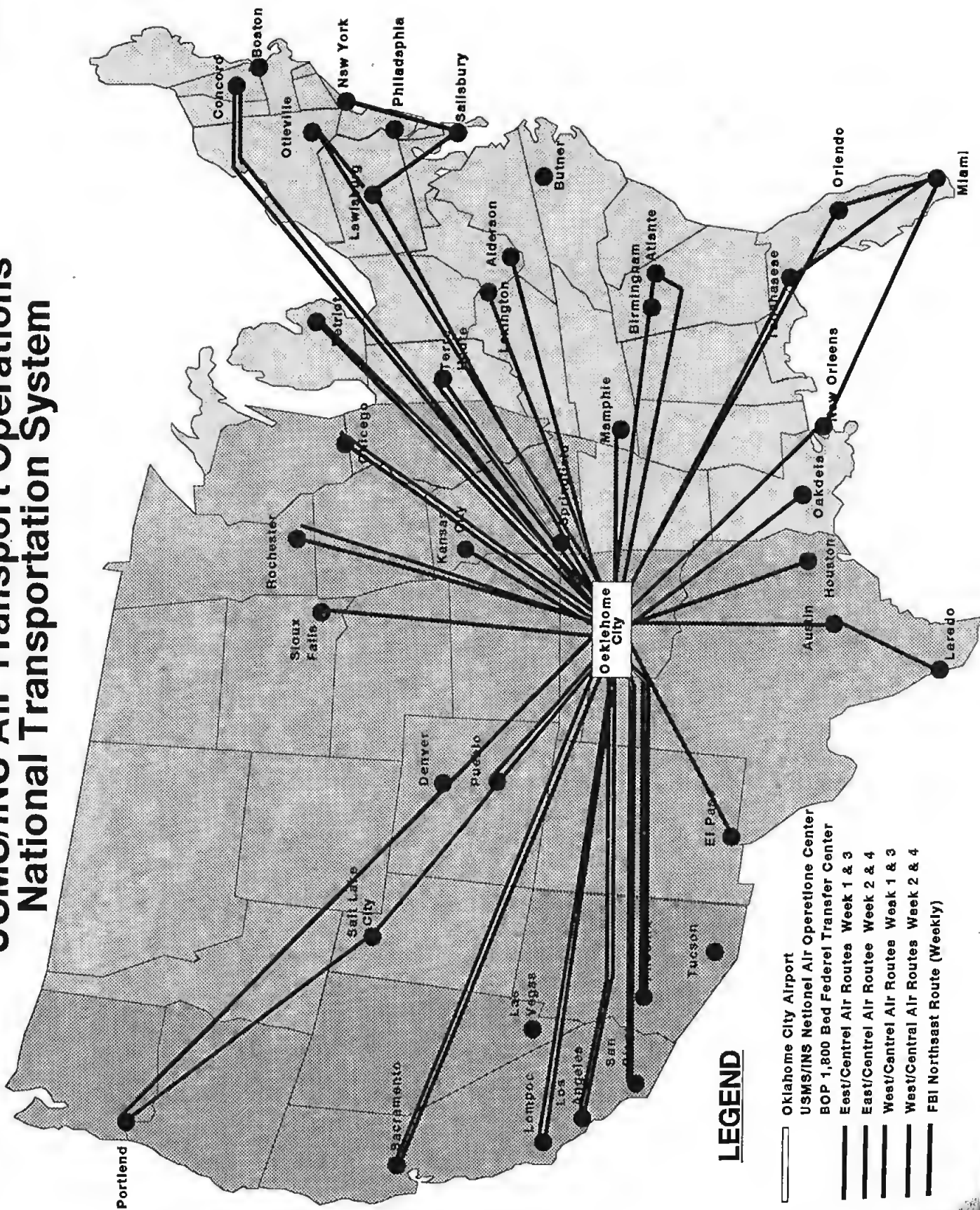


LEGEND









- East/Central Air Routes Week 1 & 3
- East/Central Air Routes Week 2 & 4
- FBI Northeast Route (Weekly)

	East/Central Air Routes	Week 1 & 3
	East/Central Air Routes	Week 2 & 4
	FBI Northeast Route (Weekly)	

USMS/INS Air Transport Operations National Transportation System



LEGEND

-  Oklahoma City Airport
-  USMS/INS National Air Operations Center
-  BOP 1,800 Bed Federal Transfer Center
-  East/Central Air Route Week 1 & 3
-  East/Central Air Route Week 2 & 4
-  West/Central Air Route Week 1 & 3
-  West/Central Air Route Week 2 & 4
-  FBI Northeast Route (Weekly)

Western Region Bus Routes and Hub-Site Locations



Central/Eastern Region Inter-Regional Bus Route and Hub-Site Locations

